

Commonwealth of Massachusetts
Executive Office of Health and Human Services

Department of Transitional Assistance

2005 ANNUAL REPORT

MITT ROMNEY
Governor

KERRY HEALEY
Lieutenant Governor

TIMOTHY R. MURPHY
Secretary

JOHN A. WAGNER
Commissioner

600 Washington Street • Boston MA 02111 • (617) 348-8500 • www.mass.gov/dta

Commonwealth of Massachusetts
Department of Transitional
Assistance

Independence

*Food
Stamps*

*Emergency
Shelter*

Our Mission

“To serve the Commonwealth’s most vulnerable families and individuals with dignity and respect, ensuring those eligible for our services have access to those services in an accurate, timely, and culturally sensitive manner, and in a way that promotes clients' independence and long-term self-sufficiency.”

*Financial
Assistance*

Jobs

*Economic
Self-
Sufficiency*





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April 2006

Dear Friends,

It is with pleasure that I present the Department of Transitional Assistance's 2005 Annual Report which identifies our many accomplishments over the past year.

Clearly, we have not accomplished this alone, but with the active participation of our community based, business and sister agency partners who work with us daily to make a difference in the lives of the most vulnerable of our Commonwealth's residents. We also celebrate the successes of the individuals and families who have worked hard on their path to greater economic self-sufficiency.

Walking into my office every day, I pass a display cabinet with some of the earliest documents of the Commonwealth's dedication to the well being of it's residents. The first is the Act of 1864 Ordinances, Rules and Regulations as to the Overseers of the Poor. The others include completed applications for Old Age Assistance and Aid to Mothers with Dependent Children. This cabinet also contains a booklet that reports on the Temporary Home for Women and Children and states that "The police are under direction to bring foundlings, deserted, neglected and 'lost' children to the Home." This is a daily reminder both to me and to our staff that the scope and extent of our challenges have changed but our commitment to the welfare of our neighbors in the Commonwealth has not.

To be more quickly responsive to the public who relies on us for assistance and to serve them more efficiently and effectively, the Department has been reorganizing our own agency. We now have three program units which respond directly to the needs of the residents of the Commonwealth: Cash Assistance and Full Engagement, Food Stamps, and Housing and Homeless Services. Working with staff at our 27 local offices across the state, the Department strives to provide a seamless system to meet the needs of some of the more vulnerable of the Commonwealth's residents.

I ask for your assistance in supporting our efforts. You may be wondering how you fit in. Perhaps you can inform a friend who is temporarily unemployed or an elderly relative that they may be able to purchase nutritious food at their neighborhood grocery store with Food Stamps. Or you can work to ensure that your community supports housing construction for those who work in your community and often need to work two or three jobs to make ends meet for themselves and their families. Or you can volunteer at a local homeless shelter or food bank. If you are an employer, you may consider hiring a resident who has sharpened their skills through training programs. Did you know that this hiring may earn your business a tax credit?

I close with best wishes from all of us at the Department of Transitional Assistance.

Sincerely,

A handwritten signature in black ink, appearing to read "Wagner", written in a cursive style.

John A. Wagner
Commissioner

ABOUT THE DEPARTMENT

The mission of the Massachusetts Department of Transitional Assistance (DTA), formerly known as the Department of Public Welfare, is:

To serve the Commonwealth's most vulnerable families and individuals with dignity and respect, ensuring those eligible for services have access to those services in an accurate, timely, and culturally sensitive manner, and in a way that promotes clients' independence and long-term self-sufficiency.

Within the Executive Office of Health and Human Services, the Department ensures that the emergency and transitional needs of the individuals and families of the Commonwealth are met through a combination of federal and state funded programs which include:

Transitional Aid to Families with Dependent Children (TAFDC)

This state and federally funded program provides time-limited cash and other transitional and support services to families in need, and pregnant women in the last 120 days of pregnancy. The Department's Employment Services Program assists TAFDC participants achieve greater economic self-sufficiency, by funding job training, job search, and placements into jobs. Monthly, an average of 47,563 families received TAFDC benefits in 2005. Ninety-four percent (94%) of participants are women. Over 24% are between 20 and 25 years old and 54% between 26 and 45.

Emergency Aid to the Elderly, Disabled and Children (EAEDC)

Funded by the residents of the Commonwealth, EAEDC provides cash and other transitional supports to the elderly, those with disabilities and children who do not qualify for TAFDC or other federal benefits. Monthly, 16,970 residents participate in the program where over 74% are disabled, 22% are elderly, and 4% are children.

Food Stamps

More residents of the Commonwealth have been purchasing nutritious food at neighborhood grocery stores by using Food Stamps, a benefit provided by the federal government and administered by DTA. These are families with children, elders and disabled. Many are the working poor with limited income or those who are temporarily unemployed. At the check-out counter, the BAY STATE ACCESS card, which works like a debit card, is used by many more residents to assist them in making ends meet. Participation in the program has steadily increased from 222,277 residents in 2001 to 384,662 in 2005. This means that in 2005, residents of the Commonwealth received approximately \$379,676,497 to help them purchase food.

Housing and Homeless Services

Comprehensive transitional services are provided to homeless individuals and families to increase both their family stability and access to permanent housing. The Department continues to be proactive in response to homelessness in the Commonwealth through the many innovations described in greater detail within this report and by being instrumental in facilitating the coordination of State services and benefits. Historically, because of the lack



ABOUT THE DEPARTMENT

of an adequate number of beds at shelters, some homeless families have had to be housed in hotels, often far from the family and social service supports. Since August 2004, the combination of enhanced case management and coordination of services has resulted in no families living in hotels. Additionally more families are living closer to their last known permanent address. During 2005, on average 1,246 families were housed in shelters monthly.

The Front Door to Services:

The front door to the Department's many programs is through its' 27 *Local Offices* (at 26 locations) and with the assistance of the Department's 1,500 employees. Despite a 30% loss in staff since July 2002, the Department has attempted through innovative strategies to maintain a steady and professional level of service to an expanding number of residents of the Commonwealth in need of services and support.

Organization of the Department:

The Department is organized along functional areas. The **Administration and Finance** and the **Management Information Systems** divisions coordinate their efforts to ensure that residents of the Commonwealth receive their benefits in a timely fashion. The three program units within **Policy and Program Management** – *Cash Assistance and Full Engagement*, *Food Stamps* and *Housing and Homeless Services* focus on implementing the programs identified above, and developing innovative strategies to more successfully and efficiently deliver services and benefits to the residents of the Commonwealth. Finally, the **Field Operations** division includes the *Local Offices* and the *Centralized Eligibility Operations* unit, responsible for the delivery of services to DTA recipients.

The Need for Transitional Support:

The chart below summarizes the average monthly caseloads in some of the Department's programs between 2001 and 2005.

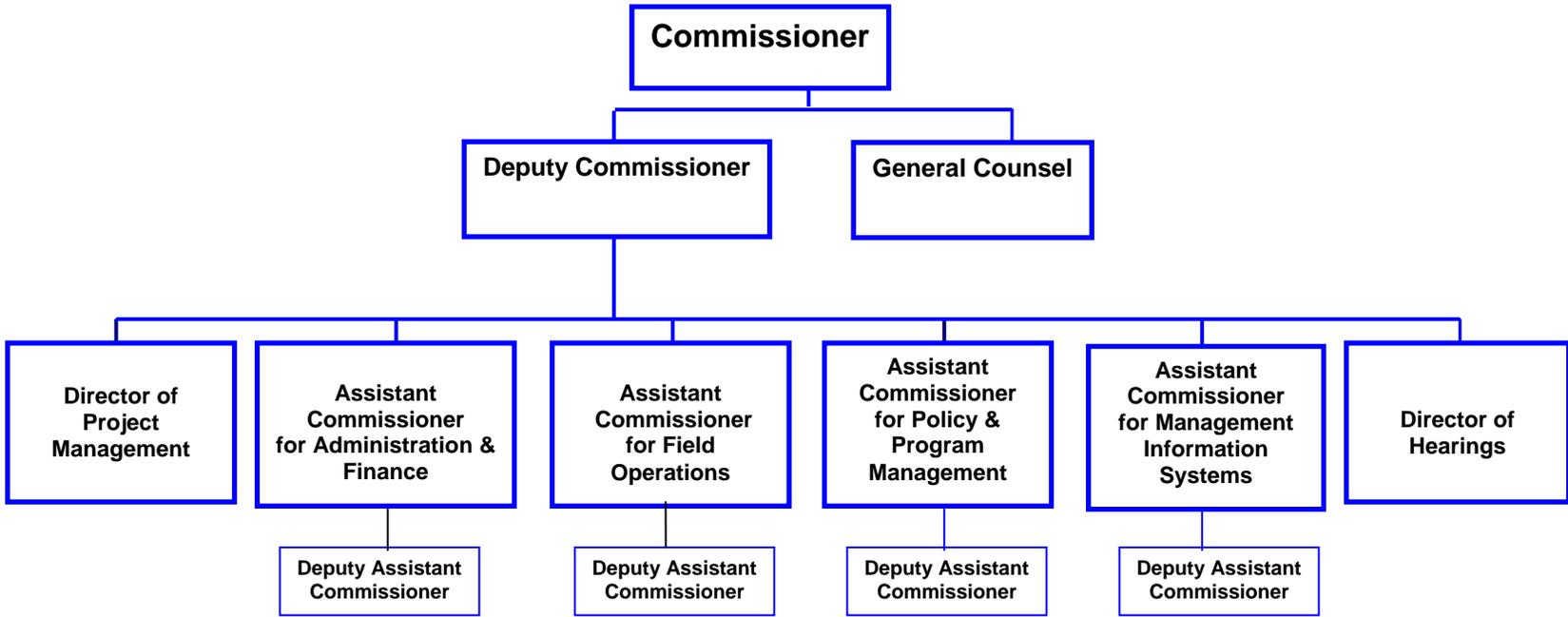
Table: Average monthly caseloads for TAFDC, SSI, EAEDC and Food Stamps: 2001 to 2005

| | 2001 | 2002 | 2003 | 2004 | 2005 |
|-----------------------------|-------------|-------------|-------------|-------------|-------------|
| TAFDC caseload | 43,334 | 46,993 | 48,683 | 48,248 | 47,563 |
| SSI caseload | 163,265 | 163,290 | 164,385 | 165,287 | 166,952 |
| EAEDC caseload | 13,943 | 15,500 | 16,746 | 17,184 | 16,970 |
| Food Stamps caseload | 106,331 | 117,351 | 142,029 | 158,535 | 189,613 |

This 2005 Annual Report describes the Department's programs and how the services are delivered. Additionally, this report lists the Department's many partners in providing these services to the residents of the Commonwealth. In this Annual Report, average monthly caseloads are presented and each caseload may include two or three family members.



Department of Transitional Assistance



- Financial Program Management
- Budget
- Administrative Operations
- Fraud Investigations & Recoveries
- Human Resources

- Eastern Regional Director
- Western Regional Director
- Southern Regional Director
- Northern Regional Director
- Program Operations
- Centralized Eligibility Operations

- Cash and Full Engagement Program
- Food Stamp Program
- Housing and Homeless Services Program
- Policy, Administration & Program Support
- Program Assessment
- Training Support

- Enterprise System Development

CASH ASSISTANCE & FULL ENGAGEMENT

OVERVIEW

The Cash Assistance and Full Engagement unit has a broad range of responsibilities including program development and implementation for the following programs and program support services: Transitional Aid to Families with Dependent Children (TAFDC), Emergency Aid to the Elderly, Disabled and Children (EAEDC), Supplemental Security Income (SSI), Full Engagement, Domestic Violence, disability evaluations and transportation. Program support services, such as Child Support and Child Care, focuses on removing current or potential barriers to self-sufficiency.

Temporary assistance to families comes from both the federal and state governments.

Transitional Aid to Families with Dependent Children (TAFDC)

TAFDC provides financial assistance to families with children and pregnant women in the last 120 days of pregnancy, with little or no assets or income. Participants receive assistance with child care and transportation costs and can access a number of supportive interventions such as referrals to substance abuse and mental health services, and domestic violence specialists. Access to Basic Education, English for Employment, English for Speakers of Other Languages, Graduate Equivalency Diploma, work readiness, skills training and job placements are all key TAFDC components that provide families with tangible tools to increase their economic self-sufficiency.

Monthly benefits, which include a \$40 monthly rental allowance for those in private housing, are detailed on the table below. Benefits are determined by the family size, and on whether the family is “exempt” from work requirements and time-limited benefits (for example, due to disability, or caring for a child under age two) or “non-exempt” (able-bodied or where the youngest child is over two) and with countable earned and/or unearned income:

Table: TAFDC Monthly Benefits by family size and work status.

| Family Size | “Exempt” Benefits | “Non-Exempt” Benefits |
|-------------|-------------------|-----------------------|
| 1 | \$428.00 | \$418.00 |
| 2 | \$531.00 | \$518.00 |
| 3 | \$633.00 | \$618.00 |
| 4 | \$731.00 | \$713.00 |

The chart and graph below show the number of participants in the program since 1993 and the amount of the total benefits received. The “Total Benefits” amount listed below includes a 10% increase effective on July 1, 2000. As discussed in greater detail elsewhere in this section of the Annual Report, the Commonwealth of Massachusetts implemented a welfare reform initiative in 1995. This has helped thousands of families enter the workforce. Thus, the caseload went from a high of 113,529 in 1993 to a low of 43,334 in 2001. The 2005 caseload is 50% lower than a decade earlier.

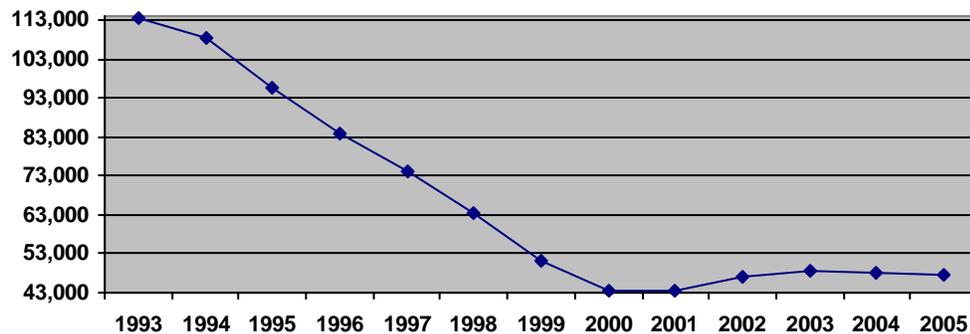


CASH ASSISTANCE & FULL ENGAGEMENT

Table: TAFDC Average Monthly Caseload and Total Benefits: 1993 to 2005

| Calendar Year | Average Monthly Caseload | Total Benefits |
|---------------|--------------------------|----------------|
| 1993 | 113,549 | \$ 775,343,148 |
| 1994 | 108,243 | \$ 673,724,434 |
| 1995 | 95,438 | \$ 687,072,135 |
| 1996 | 84,058 | \$ 548,685,825 |
| 1997 | 74,111 | \$ 465,491,246 |
| 1998 | 63,604 | \$ 421,932,123 |
| 1999 | 51,110 | \$ 319,142,298 |
| 2000 | 43,609 | \$ 280,557,560 |
| 2001 | 43,334 | \$ 289,376,550 |
| 2002 | 46,993 | \$ 308,461,771 |
| 2003 | 48,683 | \$ 315,349,261 |
| 2004 | 48,248 | \$ 310,050,789 |
| 2005 | 47,563 | \$309,174,828 |

Graph: TAFDC Average Monthly Caseload: 1993 to 2005



Supplemental Security Income (SSI)

The Department works with the Social Security Administration to assist the elderly and certain categories of long-term disabled residents to receive SSI benefits. To qualify, residents must be over age 65; or have a disability that prevents employment and is expected to last at least 12 months or result in death; and must meet income and asset limitations.

Table: 2005 SSI Benefits (assumes no income)

| Individual | Federal Benefit | State Benefit | Total Benefit |
|--------------------|-----------------|---------------|---------------|
| Aged | \$579.00 | \$128.82 | \$707.82 |
| Disabled | \$579.00 | \$114.39 | \$693.39 |
| Member of a Couple | Federal Benefit | State Benefit | Total Benefit |
| Aged | \$434.50 | \$100.86 | \$535.36 |
| Disabled | \$434.50 | \$ 90.03 | \$524.53 |

Since 2001 there has been a steady increase in the total number of program participants and as indicated on the chart below, the elderly portion of the caseload has been slowly declining for many years, while the disabled population has been increasing and accounts for all of the growth.

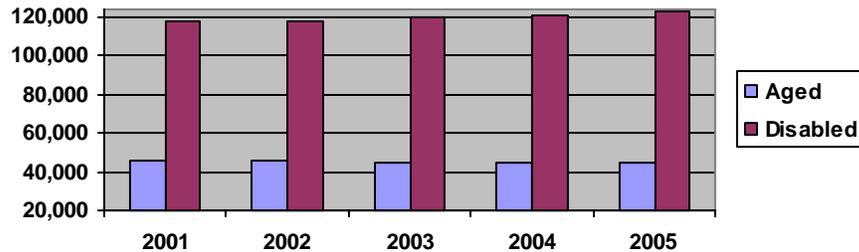


CASH ASSISTANCE & FULL ENGAGEMENT

Table: SSI Average Monthly Caseload and Benefits: 2001 to 2005

| Calendar Year | Aged | Disabled | Avg. Mon. Caseload | Total State Benefits | Total Federal Benefits |
|---------------|--------|----------|--------------------|----------------------|------------------------|
| 2001 | 45,578 | 117,687 | 163,265 | \$164,969,764 | \$677,139,619 |
| 2002 | 45,256 | 118,034 | 163,290 | \$164,746,694 | \$700,422,828 |
| 2003 | 45,013 | 119,372 | 164,385 | \$165,595,180 | \$719,764,292 |
| 2004 | 44,475 | 120,812 | 165,287 | \$167,228,352 | \$748,823,073 |
| 2005 | 44,255 | 122,697 | 166,952 | \$168,136,563 | \$779,643,049 |

Graph: SSI Average Monthly Caseload: 2001 to 2005



Emergency Aid to the Elderly, Disabled and Children (EAEDC)

The Commonwealth's EAEDC program provides a safety net to those residents who do not qualify for federal TAFDC and SSI benefits and yet are in need of financial assistance to stabilize their lives. Assistance is provided to residents who are either: disabled; over the age of 65; participating in a Massachusetts Rehabilitation Commission training or rehabilitation program; caring for a disabled person; or certain families ineligible for other types of assistance. The tables below indicate the amount of the assistance grant, based on a family size; and the EAEDC average monthly caseload and the total benefits.

Table: EAEDC Monthly Benefits based on family size

| Family size | Monthly Benefit |
|-------------|-----------------|
| 1 | \$303.70 |
| 2 | \$395.10 |
| 3 | \$486.60 |

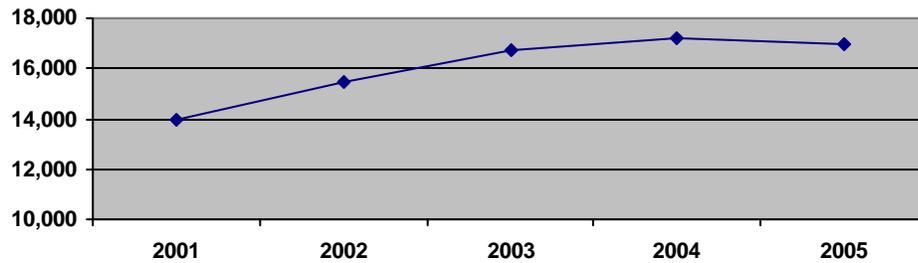
Table: EAEDC Average Monthly Caseload and Total Benefits: 2001 to 2005

| Calendar Year | Average Monthly Caseload | Total Benefits |
|---------------|--------------------------|----------------|
| 2001 | 13,943 | \$ 60,854,701 |
| 2002 | 15,500 | \$ 66,454,068 |
| 2003 | 16,746 | \$ 68,792,958 |
| 2004 | 17,184 | \$ 67,672,546 |
| 2005 | 16,970 | \$ 66,699,443 |



CASH ASSISTANCE & FULL ENGAGEMENT

Graph: EAEDC Average Monthly Caseload: 2001 to 2005



Full Engagement

Some residents of the Commonwealth are in need of cash assistance because of a confluence of life events that result in unemployment or because of disabilities. For these residents slight sways in the economy can result in fewer working hours or layoffs. While receiving Cash Assistance benefits, “Full Engagement” describes the recipients’ responsibility in the social contract to engage in some form of activity that will either strengthen their place in the workforce or establish their presence on one rung of a career ladder. In keeping with the Department’s mission, Full Engagement activities promote independence and long-term self-sufficiency.

Work is a critical component of breaking through the poverty barrier, as the following example illustrates: If a family of three relies on welfare, their annual TAFDC benefit averages \$7,596, or 47% of the 2005 federal poverty level of \$16,090. Other benefits like Food Stamps increases this to 78%. However, when the adult engages in some level of work - even 20 hours per week at minimum wage, the household income from work and the earned income tax credits lifts that family above the poverty level - in this case to 120% of the poverty level.

Full Engagement is implemented through the Department’s Employment Services Program (ESP) and may include employment, education, community service or skills training. It may include participation in Basic Education; attainment of a High School or Graduate Equivalency Diploma; enrollment in a Young Parent’s Program; or involvement in a vocational rehabilitation program.

Child Care

Child care services are provided to TAFDC families participating in approved ESP activities or working; or until they leave the TAFDC caseload. Child care is available to former TAFDC recipients whose income does not exceed 50% of the State Median Income; and Transitional Child Care for 12 months from the date the cash assistance ends for those whose cash benefits end due to earnings. At the end of the 12-months, if the former recipient is still employed, needs child care, and is financially eligible, they may continue to receive subsidized Income Eligible Child Care.

Working families who have never received TAFDC and whose income does not exceed 50% of the State Median Income may receive income eligible child care if available. Teen parents with income below 50% of the State Median Income may receive services that provide education for their children and assist them in developing parenting skills while in school, or honing career skills. DTA coordinates with the Department of Early Education and Care in the delivery of services.



CASH ASSISTANCE & FULL ENGAGEMENT

Domestic Violence

A 1994 study estimated that as many as 65% of Massachusetts TAFDC clients have experienced domestic violence (DV) at some time in their life. The Department recognizes that victims of DV may be unable to achieve economic independence until they are free from the current or past violence in their lives, and safe from their batterers. While employment is key to independence for a victim of domestic violence, safety concerns and barriers to employment must be addressed.

To ensure that barriers to employment are addressed as early as possible and that linkages to services are made, the Department, with the support of the Governor's Commission on Domestic Violence, established the DV unit in 1999. The unit is a resource to local office case managers with identified recipients who are victims of domestic violence. Victims are referred to a domestic violence specialist to assist them with: safety planning, risk and need assessment; linking families to services; helping victims overcome barriers to working; assisting victims with applying for "waivers" of certain program requirements when obtaining emergency, transitional and permanent housing; developing and supporting economic self-sufficiency plans that increase job placement and retention; and identifying ways to safely pursue child support.

Annually, the DV unit provides services to over 3,900 women and children. Many of these victims had neither disclosed domestic violence to anyone nor accessed services until their interactions with Department case workers.

2005 INITIATIVES

During 2005, the Department has focused on:

Ensuring Compliance with the Federal Reauthorization and Addressing the Waiver Expiration

The Department implements the state's Temporary Assistance for Needy Families (TANF) program, known as the Transitional Aid to Families with Dependent Children (TAFDC) program. TAFDC was originally implemented in 1995 by Massachusetts' welfare reform law, Chapter 5. Chapter 5 was authorized by a waiver from the prevailing federal welfare requirements. In 1996, the U.S. Congress enacted the TANF program to replace federal welfare programs for low-income families. Work participation is the keystone of this block grant program. States were given flexibility in establishing eligibility criteria and benefit rules, but were also subject to new participation rules and penalties. Because the Commonwealth was operating a welfare reform program under a federal waiver, it was not subject to many of the federal participation requirements.

However, the federal waiver expired on September 30th, 2005. Additionally, the federal law establishing TANF was reauthorized in December 2005 in the Budget Reconciliation Bill. All of the adopted changes center on the philosophy that all recipients should be involved in efforts to attain economic self-sufficiency by entering the paid work force: for example, all families will be subject to a 50% work participation rate and two parent families to a 90% work participation rate. By October 1, 2006, Massachusetts will have to meet all of the federal participation requirements, or be potentially subject to millions of dollars in federal penalties. To ensure consistency with Federal requirements, Chapter 5 must be amended.



CASH ASSISTANCE & FULL ENGAGEMENT

In the fall of 2004, the Department with the United Way of Massachusetts Bay, co-chaired the Welfare Reform Advisory Committee, charged with crafting recommendations on what should replace TAFDC once the waiver expires, had representatives from 15 organizations including advocates, providers and a private employer. A key recommendation in the report issued in early November 2004 was that the Department should implement universal or Full Engagement. Parallel to the federal discussions, Full Engagement centers on the concept that all TAFDC recipients, including those currently exempt, be “engaged” in productive activities to address their barriers to work and economic independence.

In anticipation of the new federal requirements, Governor Romney submitted a **Welfare Reform proposal** building upon the accomplishments of the last decade and the Advisory Committee’s recommendations. In addition to Full Engagement, this legislative proposal adopts both the federal standards for the definition of work and the 5 year lifetime limit of benefits; and recognizes the importance of assessments in determining an appropriate level of work. A Fact Sheet of Governor Romney’s Welfare Reform proposal and the Welfare Reform Advisory Committee’s recommendations can be viewed at www.mass.gov/dta. Also in anticipation of compliance with federal requirements, the Department has **reconfigured the Employment Services Program** and has launched a number of initiatives which will be designed to serve a broader segment of the TAFDC caseload.

Supporting Participation in Education and Training

The Department has worked on initiatives that are more responsive to the needs participants in work related activities. For example, in the past, participation in the Young Parent’s Program was limited to youth between 16 and 18. The program is instrumental in giving young parents the life skills and education to join the workforce. To meet the needs of youth under 21 who need the skills in supportive environments, the enrollment age was expanded to include 20 year olds. Another example is that of residents engaged in part-time employment who could not make ends meet after paying for travel costs. In response, the Department provided a transportation allowance or reimbursed travel costs.

Expanding Access to other resources

To ensure that residents have expanded access to a variety of resources to assist them with financial stability, the Department has worked with legal advocates and the Department of Telecommunications and Energy to automate utility discounts.

NEXT STEPS

Recently, many state disability agencies, including those serving individuals more disabled than those on the Department’s caseload, have increasingly incorporated employment and employment supports into their missions. Since the Department has not done that under the 10-year old waiver, 75% of all welfare cases are exempt from any requirements. The Department will develop outreach and employment training partnerships with community based organizations to conduct vocational assessments leading to appropriate job training and job placements; and will map out how involvement in the workforce and the beginning of wealth creation impacts their benefits.

One of the Department’s goals is to develop, enhance and implement initiatives to improve the



CASH ASSISTANCE & FULL ENGAGEMENT

eligibility process and **increase options for disabled individuals to participate in the workforce**. Disabled individuals, many of who have the desire to work, have been a historically underserved population in workforce participation initiatives to increase the economic self sufficiency of low income families. A strategy for investment and support of increased workforce participation which includes job readiness, skills training and job placement will respond to the imminent changes in the Commonwealth's TAFDC program. This results from the expiration of the federal waiver and reauthorization of the TANF block grant which will require a greater number of disabled individuals to engage in work related activities.

A MEASURE OF THE IMPACT

- 14,069 TAFDC participants entered the workforce and retained a job for at least 30 days, earning an average hourly wage of \$9.05.
- In 2005, the Department provided a state-funded benefit to assist 166,952 elderly and disabled residents of the Commonwealth receiving federal SSI benefits. The elderly portion of the caseload has been slowly declining for many years, while the disabled population has been increasing and accounts for all of the growth.
- On November 4, 2005, the Department was recognized, with a \$9,200,000 bonus award by the U.S. Administration for Children and Families for its work in improving the lives of welfare recipients. This award included recognition for having job retention rate of nearly 53% and with earning gains among welfare recipients at 39%; and for having the third best improvement rate in the country for adults who enter employment for the first time.
- In 2005, in an average month, 13,379 adults and eligible youth participated in Department funded TAFDC activities with the goal of receiving the skills and tools for active workforce participation. These included employment, education and training, work activities and community service. Collaboration with other state agencies has resulted in innovative ESP programming to meet the employment needs of participants with varying skill sets and needs:
 - **Post Employment Services** to ensure that current and former recipients remain self sufficient. These service include: transitional support; employee workforce retention; skills and educational advancement; and re-employment and job upgrade. In state fiscal year 2005, the Department provided post-employment services to 625 TAFDC recipients through the Service Delivery Areas.
 - **Job search, placement and post-employment services are provided to non-English and non-Spanish** speaking former refugees/immigrants currently receiving TAFDC and are provided in the recipient's primary language. With a budget of \$200,000, in state fiscal year 2005 the Massachusetts Office of Refugees and Immigrants placed 50 participants at an \$8.65 average hourly wage.
 - The **Community College Program** provides certificate and non-certificate short-term training programs integrating academic and occupational learning and assists with job placements. In state fiscal year 2005, 119 recipients received services with 60 placed in unsubsidized jobs at a \$9.28 average hourly wage.



FOOD STAMPS

OVERVIEW

Food Stamps assist individuals and families to purchase nutritious food at their neighborhood grocery stores. Families on a tight budget first pay their rent, utilities and child care expenses and often may not have much left over to buy enough nutritious food. In these households, using Food Stamps can be an important benefit to a family.

The Department of Transitional Assistance administers the Food Stamp Program in the Commonwealth on behalf of the U.S. Department of Agriculture (USDA). To receive Food Stamp benefits, individuals must have income below 130% of the federal poverty level while a family with children must have income below 200% of the federal poverty level. Who are these families? They are families with children, elders and disabled. Many are the working poor with limited income or those who are temporarily unemployed. Using Food Stamp benefits is easy. After being approved for benefits, a BAY STATE ACCESS card is mailed to the household or can be picked up at the Department's local office and is used just like a debit card to purchase food at grocery or convenience stores.

Hunger rates are relatively low in Massachusetts. Of the 50 states, Massachusetts ranks the highest in the nation in food security. This means that 93.8% of residents are food secure which is defined by the USDA as having "... access, at all times, to enough food for an active, healthy life for all household members." Despite the high level of food security, the Commonwealth has had one of the lowest participation rates among potentially eligible Food Stamp recipients of any state.

The Commonwealth's goal is to maintain the level of food security while reaching the 6.2% who are food insecure by increasing Food Stamp participation. In recent years, Massachusetts has so successfully improved participation rates, that in Federal fiscal year 2003 (most recent data) it had the eight largest percentage increase in the number of individuals receiving Food Stamp benefits over the previous year. In October 2005, USDA recognized the Commonwealth with an award of \$1,039,891 as one of only six states with the best records in processing Food Stamp applications in a timely manner. The steady increase in Food Stamp participation is demonstrated in the chart and graph below:

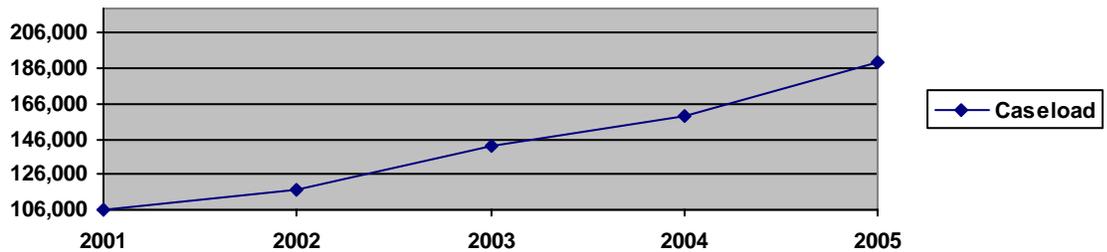
Table: Food Stamp Program Average Monthly Caseload and Total Benefits: 2001 to 2005.

| Calendar Year | Average Monthly Caseload | Total Benefits |
|----------------------|---------------------------------|-----------------------|
| 2001 | 106,331 | \$ 183,200,938 |
| 2002 | 117,351 | \$ 217,258,098 |
| 2003 | 142,029 | \$ 269,494,759 |
| 2004 | 158,535 | \$ 319,419,593 |
| 2005 | 189,613 | \$379,676,497 |



FOOD STAMPS

Graph: Food Stamp Program Average Monthly Caseload: 2001 to 2005.



2005 INITIATIVES

Since increasing use of Food Stamp benefits is a priority, the Department is:

Increasing Access for the Elderly and Disabled

A partnership with the Social Security Administration (SSA) and the USDA automatically increased access for over 42,000 elderly and disabled residents to the Food Stamp Program. Though SSI recipients were eligible for Food Stamps, most were not receiving these benefits. **Bay State CAP**, a combined application for Food Stamps and SSI, simplified the application process so that Food Stamp benefits are issued automatically after SSI approval or re-determination of eligibility. Through this streamlined process, residents do not have to visit a Department office or submit a separate Food Stamp application.

Collaboration with the Department of Mental Health (DMH) resulted in 710 DMH clients enrolled in the Program. Similarly, 2,500 Department of Mental Retardation group home residents were enrolled in the Program.

Conducting an Outreach Campaign

Though there is general knowledge of the Food Stamp Program, the Department is cognizant of the fact that there are a number of barriers to participation in the Program. First, many residents may be unaware that Food Stamp benefits can help them stretch their budget while increasing access to nutritious food. Second, many community-based organizations working with the elderly, youth, those in job search or recently laid off, formerly incarcerated individuals, or veterans may need to gain a greater understanding of the streamlined application process.

Through **strategic outreach** to the media, identified constituencies, and state agencies, the Department has continued to increase the number of Food Stamp participants. Over the course of 2005, the Department in collaboration with the USDA conducted a radio campaign and over the summer of 2005, conducted a poster campaign on the Massachusetts Bay Transportation Authority system in Boston.

One specific group where concerted outreach was conducted is school aged children. Recognizing that there is a direct link between gains made in education and gains in nutrition; and recognizing that many children in the Commonwealth, though eligible, do



FOOD STAMPS

not participate in the school meals program, the Department in collaboration with the USDA, Department of Education and Project Bread has participated in the Child Nutrition Access Project to outreach to parents. The Department has also begun to work with local providers of fuel assistance and with food pantries.

Increasing Web-based access

The Internet is a growing vehicle for increasing enrollment in the Food Stamp Program. Residents of the Commonwealth can understand the types and level of benefits available to them through the **Virtual Gateway** at www.mass.gov/eohhs. Through the Screening and Referral section on the site, residents respond to a small number of questions and within a few minutes receive preliminary information of their eligibility for participation not only in the Food Stamp Program but also in Women, Infants and Children Nutrition Program; MassHealth; Substance Abuse Program; Women's Health Network; and Child Care programs. Launched in August of 2004, the online application function of the Virtual Gateway is being deployed to health care centers, participating non-profits, and other contracted human service providers. The Department trained staff at 86 non-profit, community-based organizations and homeless shelters on how to use the Virtual Gateway.

Collaboration with Project Bread has also increased access to Food Stamp benefits. Project Bread received a federal grant to develop and pilot a web-based Food Stamp application at www.gettingfoodstamps.org. A confidential calculator allows anyone to determine their presumptive eligibility; estimate their benefits; and learn about the application process. Project Bread has partnered with a number of organizations across the Commonwealth to assist residents in submitting Food Stamp applications over the Internet. These organizations include: Healthy Connections (Orleans), Healthy Connections (Athol), Massachusetts Veterans (Worcester), the Boston Public Schools, the American Red Cross, Quincy Community Action Program, Action for Boston Community Development, Brockton Community Health Center and MGH Chelsea Health Center. In 2005, approximately 2,200 web applications were processed through the Project Bread pilot, which will be expanded in 2006. Additionally, Project Bread's FoodSource Hotline (1-800-645-8333) is funded by a \$250,000 grant from the Department.

Expanding Employment and Training support

Some residents of the Commonwealth who receive Food Stamp benefits may have recently lost their jobs or may need assistance upgrading their skills to be more competitive for a better paying job in their field of work. In 2005 the Department received a USDA award of \$2,118,820, slightly higher than the amount received in 2004. This allowed the Department to **expand employment and training support** to approximately 3,700 Food Stamp recipients. Participants in the employment and training program receive assistance and support with work readiness, skills training, job search and placement. In 2005 in support of other Department goals and to increase outreach to the diverse Food Stamp populations, the Department provided these services to about 100 homeless individuals



FOOD STAMPS

NEXT STEPS

The Department is committed to increasing participation among eligible families and streamlining the application process for those seeking Food Stamp benefits. To that end, the Department continues to seek innovative ways of leveraging technology to facilitate on line applications; improving internal systems; maintaining high case processing timeliness standards; and delivering benefits promptly and accurately.

Working in partnership with USDA and community-based organizations, the Department anticipates reaching the goal of increasing participation to 60% of eligible clients, maintaining an error rate below the national average, and continuing award-winning timeliness case processing standards.

A MEASURE OF THE IMPACT

- The most significant impact on the residents of the Commonwealth is the steady **increase in the number of residents who have enrolled in the Food Stamp Program**. In 2001 there were 106,331 households enrolled, which translated to 222,277 individuals. The enrollment number increased to 189,613 households in 2005 which means that 384,662 individuals have been purchasing more nutritious foods and that fewer children have gone to bed hungry. In 2005 \$379,676,497 from the USDA has gone directly to Massachusetts residents to help tide them over difficult times, which more than doubled since 2001.
- Closely related to increasing Food Stamp participation is the goal of **minimizing the Error Rate**. According to the USDA, an error occurs when "... a household which received food stamp benefits during the sample month is ineligible or received an incorrect allotment." Such errors are carefully monitored by the USDA. The most current USDA information indicates that Massachusetts has a federal fiscal year 2004 accuracy rate of 95.4%, exceeding the 94.5% national average, and as well as the Commonwealth's rate of 90.66% in federal fiscal year 1999.
- The Department has been working extremely hard to ensure that applicants for Food Stamps **receive their benefits in a timely fashion**. According to federal timeliness standards, Food Stamp applications must be processed within either seven or 30 days depending on certain circumstances. The Department receives approximately 130,000 Food Stamp applications each year and met the federal goal more than 98% of the time. The Department's success in expanding the number of Food Stamps participants without sacrificing the quality of services provided was recognized by the USDA for Application Timeliness in the Food Stamp Program for two consecutive years. As one of only six states with the best records in processing Food Stamp applications, the Commonwealth was awarded \$1,039,891 by the USDA.



HOUSING AND HOMELESS SERVICES

OVERVIEW

Triggers to homelessness are varied and range from the loss of a job; divorce; domestic violence; a disaster; mental illness or other destabilizing event; the high costs of housing; wages not keeping pace with high housing costs; single family headed households with low income; and an inadequate number of beds for those with mental health, substance abuse, physical or emotional disabilities.

Addressing the issues that result in homelessness and providing the supports to transition residents of the Commonwealth from homelessness to permanent housing is a priority for the Department of Transitional Assistance.

In early 2003, Governor Romney signed Executive Order Number 447 which established an Executive Commission charged with developing a plan to improve homeless service coordination across the Executive branch, chaired by Lieutenant Governor Healey. The November 2003 report of the Governor's Executive Commission for Homeless Services Coordination, Housing the Homeless: A More Effective Approach, identified five themes:

- The need to increase affordable housing for those with very low incomes.
- The need to focus more on prevention.
- The need to better coordinate services to the homeless population.
- The need to improve data collection, coordination and reporting.
- The need to establish a Massachusetts Interagency Council on Homelessness and Housing (MICHH).

Since the release of the report, the MICHH was established and six secretariats and their agencies are working collaboratively, under the chairmanship of Lieutenant Governor Healey on comprehensive strategies to address the five themes.

Paralleling the Commission's goals, the Department's emphasis is on a "Housing First" approach to address the long-term needs of the residents of the Commonwealth. The Housing and Homeless Services unit works with shelters, the Department's local offices, other state agencies and community-based organizations to advocate for and provide safe and permanent housing.

The Department funds 82 family shelter contractors and 40 individual shelters year round. The Department funds additional beds for homeless individuals during the winter months. Every month during 2005 there was an average of 1,246 families and 2,891 individuals in shelters funded by the Department. Shelter staff work with the regional Continuums of Care and the Department's staff at the 27 Local Offices (at 26 locations) to ensure that shelter guests receive appropriate benefits, and comprehensive services to address their needs.

One of the most significant accomplishments of 2004 and maintained through 2005 was the elimination of hotel placements. Historically, given the lack of capacity, a homeless family entered the emergency shelter system by being placed in a hotel for a period of time until a shelter unit became available. On January 2, 2004 there were 412 families in 50 hotels across the Commonwealth. By August 13, 2004 there were no families housed in hotels. This was accomplished through innovative programming and intensive case management strategies which are described in detail later in this chapter.



HOUSING AND HOMELESS SERVICES

2005 INITIATIVES

In 2005, the Department focused on providing solutions to the issues faced by homeless residents in finding housing while striving to develop strategies to prevent homelessness and included:

Providing Support to Find Permanent Housing

Steeply rising housing costs have made Massachusetts one of the least affordable housing areas in the country. Combined with a significant decrease in the number of new federal Section 8 vouchers, which supplement rent payments, families have faced increasing difficulties as they strive to move from shelter to housing.

The Commonwealth's housing agency, the Department of Housing and Community Development (DHCD) in fiscal year 2004 assumed the lead in implementing a pilot program to work with certain **Local Housing Authorities** (LHAs) to provide a minimum of 10 units each as short term transitional housing. With the success of the pilot, this program was expanded and in 2005 there were 96 committed units which would become available by attrition at the LHA. Homeless families move from a shelter into these units and then either transition into other permanent affordable housing or if appropriate are housed permanently in that unit. Formerly homeless families placed in these units receive a full array of support and case management services from the Department of Transitional Assistance to ensure their family stabilization.

The **Housing Assistance Program** (HAP) is another avenue of support for Massachusetts residents. This collaboration with 11 community based organizations and some of the DHCD's Regional Non-Profit Housing (RNP) agencies focuses on comprehensive housing search and placement services for families.

Preventing Homelessness

The **Residential Assistance for Families in Transition** (RAFT) initiative provides short-term, limited financial assistance enabling families to retain housing, obtain new housing or otherwise avoid homelessness. These funds are used to pay security deposits; first/last month's rents; rent, mortgage or utility arrearages; moving expenses; and other housing related necessities such as beds, tables and appliances.

RAFT is in the second year of the DHCD administered program for state fiscal year 2006 (which began in July 2005). Outreach and enrollment occurs through RNP contracts. The maximum benefit is \$1,500 per family, but can on a case-by-case basis be increased to the maximum of \$3,000 (as established by the legislation). The Department collaborates with DHCD to develop a methodology to identify successes and problems; and to expand the program as appropriate.

Coordinating Services

Homeless families may have a multitude of barriers preventing family stabilization. Since 2001, the Follow-up, Outreach, and Referral Families (F.O.R. Families) program has been assisting homeless families. F.O.R. Families, funded by the Department, and implemented by the Department of Public Health, has home visitors, who are nurses and social workers, work with homeless families to identify and address the barriers preventing them from



HOUSING AND HOMELESS SERVICES

attaining and maintaining self-sufficiency and family well-being. Home visitors conduct family assessments and coordinate services with community-based programs.

Because the needs of the homeless residents of the Commonwealth are so diverse, a multi-faceted approach is necessary to address the barriers to family and housing stability. In some instances, the support of the Department's **Intensive Case Managers** (ICMs) has been instrumental in a family refocusing on developing a Self-Sufficiency Plan and feeling the success of implementing steps towards attaining permanent housing. In other instances, families with members with behavioral or mental health issues have benefited from assistance from Massachusetts Behavioral Health Partnership through ICM referrals.

The Department has begun coordinating services to increase training and employment opportunities for chronically homeless individuals. In collaboration with the Massachusetts Rehabilitation Commission, the Department has begun a pilot program at Woods Mullen intake center in Boston to ensure that disabled/elderly guests are enrolled in and receive their federal Supplemental Security Income benefits.

Improving data collection and coordination

In federal fiscal year 2001, Congress directed the U.S. Department of Housing and Urban Development to require jurisdictions to have unduplicated client-level data on homeless individuals and families which would allow for an analysis of the effectiveness of the McKinney-Vento Act's homeless assistance program; to completely capture client information; and to extrapolate the characteristics and service needs of this population.

In response to these needs, the Department unveiled a statewide **Homeless Management Information System** (HMIS) in July 2005 which is available to all single and family shelter providers. The system, customized to the needs of the Commonwealth and its shelter providers, will benefit the Department, its service partners and clients as follows:

- Accessing better and more timely information on the needs of this population;
- Providing for analysis on usage patterns;
- Identifying gaps in services;
- Coordinating with other initiatives, such as increasing participation in the Food Stamp Program; and providing links to resources and other referral information;
- Streamlining the intake process, resulting in improved referrals, case management, and service coordination; and
- Managing operations more efficiently.

Eliminating the use of hotels through innovative service delivery

There were significant increases in the number of homeless families in the mid-1980's and again in the early 1990's. Most recently, starting in 1999, the Commonwealth resorted to using hotels. When there were no available emergency shelter beds, homeless families were placed directly into hotels. Families remained in hotel settings for an average of three months, until a shelter placement became available. Over time, the number of families in hotels rose steadily, to a peak of 599 families in August of 2003.



HOUSING AND HOMELESS SERVICES

No one could defend this practice and it was not an appropriate placement for homeless families. Unlike the contracted family shelter system, hotels provided no structure or support to families who were often experiencing a crisis. As a result, families became isolated, without any services and minimal case-management. Children suffered as their links with school and community were further disrupted. Cities and towns were faced with unpredictable fluctuations in the number of school age children living in their communities, based on the availability of local hotel vacancies.

In her role as chair of the Interagency Council on Homelessness, Lieutenant Governor Healey challenged the Department to eliminate the need to place homeless families in hotels over the course of the next 24 months.

In response, the Department devised a multi-faceted approach which relied on the **Local Housing Authorities** (LHA), **Intensive Case Managers** (ICM), **Housing Assistance Program** (HAP) and the **Massachusetts Behavioral Health Partnership** (MBHP) as described earlier. The Department also implemented the following short-term and concentrated activities:

First, given the lack of additional funding, the Department worked in collaboration with its shelter providers to bring on **additional family shelter capacity**, with the understanding that a new unit could not cost more than the current price of a hotel placement. Some units ended up costing less. These collaborative efforts led to an increase of 148 rooms in state fiscal year 2004.

With this additional capacity, the Department undertook a number of initiatives that **changed the “front door” of the system**. Historically, given the lack of capacity, a homeless family entered the emergency shelter system by being placed in a hotel until a shelter unit became available. Instead, on the Cape, the Department implemented a pilot that provided a regionally-based approach to managing family homelessness from Provincetown up to the Brockton area. Networks were created across the Department’s local offices that leveraged community-based resources that might not have been in the immediate community and led to further dramatic declines in the number of hotel cases on the Cape. On the North Shore, the Department experimented with an intake/assessment model. Rather than being placed in hotels, families were put into a 30- to 45-day assessment shelter that helped the Department identify their needs and barriers to housing. Again there was a dramatic decline in the number of families in hotels and the number entering the sheltering system as roughly half of all families found alternatives to shelters.

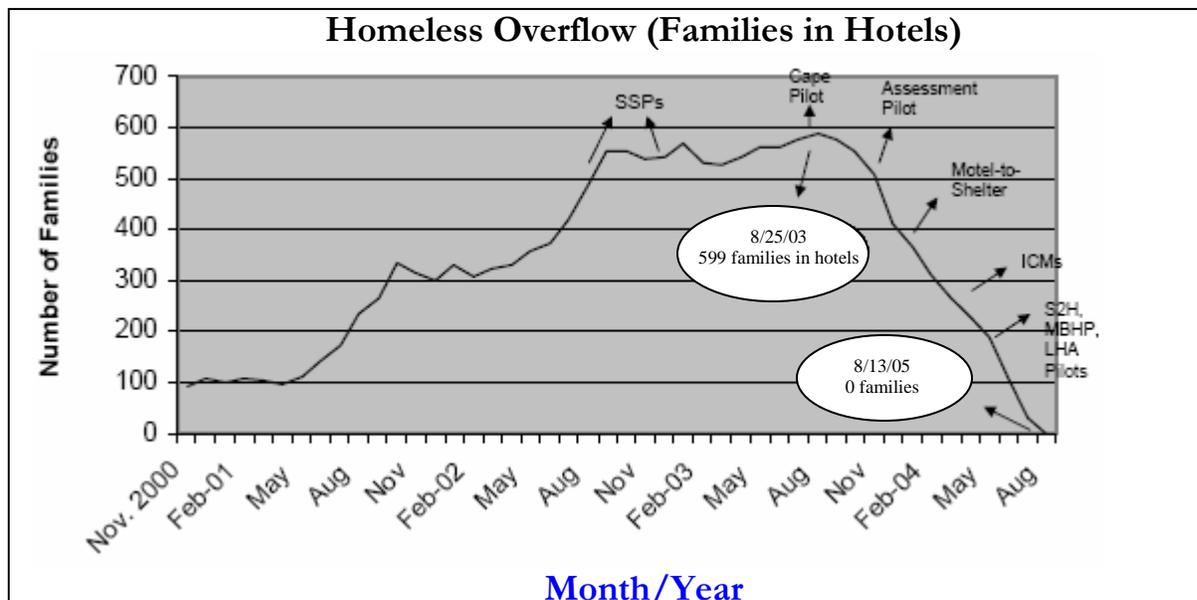
Third, the Department crafted a one-time, \$6,000 placement bonus called a **Shelter to Housing** (S2H) payment for housing providers who placed employed homeless families into apartments with a 12-month lease. Over 207 families have been placed in private apartments, further freeing up capacity and resources for other emergency assistance families. For the amount that would have been spent to keep these families in shelter for two months, the Department secured 12-month leases for those families in private apartments. Currently, 85% of the formerly homeless families remain housed.



HOUSING AND HOMELESS SERVICES

The hiring of the ICMs was done in conjunction with the Department's **Motel to Shelter** (M2S) initiative that focused on moving remaining hotel families into vacant sheltering units. ICMs received training to respond specifically with homeless families and began visiting all remaining families in hotels on a daily basis. Although this initiative began earlier in the year, M2S efforts were augmented over the summer of 2004 in order to eliminate the disruption such moves would cause homeless children during the school year.

The timeline below identifies the strategies used to eliminate the use of hotels.



NEXT STEPS

Since the early 1980's the Commonwealth has aggressively worked to address the problem of family homelessness through various program models. However, even after the development of a statewide temporary emergency shelter program, a scattered site family emergency shelter program, a substance abuse recovery program and a housing search program, the resources have never been fully tapped to best match the unique needs of the families the Department serves.

In Massachusetts the Policy Academy on Family Homelessness, a collaboration between the Federal and the Massachusetts interagency councils, are developing an *Action Plan for Massachusetts* to address family homelessness. This plan, currently in draft, includes five priorities: Create and facilitate access to more permanent housing opportunities; implement prevention strategies that will enable families to secure and retain stable housing; coordinate and share responsibility and accountability for mainstream services; data collection and reporting; and develop and sustain strong leadership to end homelessness. In the next few months this Action Plan will be finalized and when adopted, will detail comprehensive strategies to address family homelessness.

The Department is working on developing programmatic changes to respond to the priorities and strategies of the *Action Plan for Massachusetts*. One such response is the **Regional Collaborative**



HOUSING AND HOMELESS SERVICES

model which will: provide an assessment and referral system for all homeless and at-risk families in each region of the Commonwealth; maintain families in permanent housing; shelter homeless families on a temporary basis; secure permanent housing for homeless or at-risk families; and provide services or linkages to services and other available funds, both public and private, to expedite the transition of families from homelessness to residential stability.

The service delivery model will include greater flexibility in providing services that meet the needs of homeless families and will bring together in a formal arrangement, most if not all, of the providers of housing-related services in a streamlined, non-duplicative, family-based, efficient model and founded on a “housing first” approach. Thus, a family will progress across a housing service continuum coordinated through the same RCI provider; problems and issues will be addressed in a more coordinated and direct manner; and services will be delivered and solutions implemented more effectively.

A MEASURE OF THE IMPACT

- During 2005, an average of 1,246 families and 2,891 individuals received emergency housing assistance services per month.
- The Department reached a milestone on August 13, 2004 when there were no families housed in hotels. On January 2, 2004, there were 412 families housed in hotels, oftentimes far from family, schools and other support networks. This compares to 599 families in August 2003. This was achieved through the coordinated efforts, among others, of the Multi-Agency Action Teams (MAAT), and the Intensive Case Managers (ICM)s. These 412 families received coordinated services to address some of the more complex challenges to maintaining permanent housing.
- Housing in hotels occurred because of overflow at the family shelters. The savings were used to support families in obtain appropriate services and to access permanent housing.
- 139 families entered the Local Housing Authorities program since the implementation of this pilot program in July 2004. Additionally, there were 96 committed units which would be made available through the LHA attrition process.
- The Housing Assistance Program providers assisted 2,405 families at family shelters with information and support with housing search and placement.
- F.O.R. Families provided assessments and services to an average of 359 families a month.
- Intensive Case Management interventions ensured that 2,080 families developed a Self-Sufficiency Plan and were assisted with the necessary steps to move from shelter.



LOCAL OFFICES

OVERVIEW

The Field Operations division within the Department of Transitional Assistance provides the core services to the Commonwealth's residents at the 27 **Local Offices** (at 26 locations). The division also includes the **Centralized Eligibility Services** unit which supports both the recipients and the local offices.

The Field Operations division works in conjunction with the program units within the Policy and Program Management division, and other Department divisions, to ensure the coordination and alignment of local office operational procedures with program objectives. Additional interactions between the Local Office staff and the Management Information Services staff have been central to initiatives that have resulted in streamlining processes and improving access to services.

Local Offices

The Department's **Local Offices** are the front doors for the Commonwealth's residents to access the Department's services. Local Office staff experienced in state and federal eligibility requirements assist clients by assessing their needs; determining program eligibility; and linking them with the appropriate resources. To increase accessibility to all residents, all of the Department's 27 offices (at 26 locations) are open for hours outside of the traditional 9:00 a.m. to 5:00 p.m. bandwidth of the regularly scheduled work day. Twenty-two (or 81%) are open before 8:00 a.m. and five (or 19%) are open between 8:00 a.m. and 9:00 a.m. Additionally, a limited number of local office staff are stationed in the community at sites varying from Career Centers, to health centers, to elderly housing and at veterans programs.

Some of the services that the Local Offices are responsible for include:

- **Processing Initial Applications**

When a client first enters a Local Office, staff conduct an intake process which includes, but is not limited to: screening and interviewing applicants; explaining program and work requirements, benefits, time limits; collecting required verifications to establish eligibility; and completing required forms and Transition Plans. As appropriate, clients are referred to Full Engagement activities and monitored in their participation and attendance in employment and training programs.

When a client is identified as a victim of domestic violence, appropriate interventions are made on the client's behalf.

- **Reviewing and Recertifying Eligibility**

Local Office staff perform reviews of recipients' continued eligibility; explain the requirement for extensions of benefits and assist in the completion of such requests; review requests for waivers; track work requirement cases and extension cases for work participation; and monitor participation in Full Engagement programs.



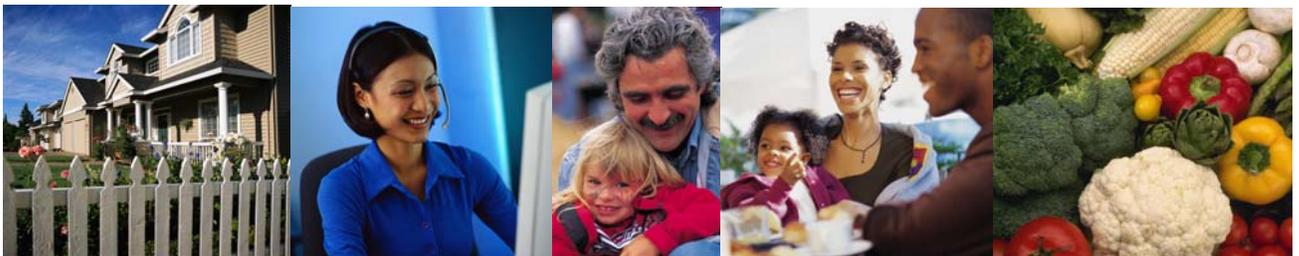
LOCAL OFFICES

- **Authorizing Emergency Assistance Services**
Homeless families are interviewed and an assessment is made of their emergency needs. Staff will arrange emergency placement; and confer with the housing search/placement worker to monitor success/issues with placement.
- **Monitoring and Maintaining Data in Management Systems.**
Through a combination of face-to-face contact with clients and the Department's management information system, a client's progress is monitored. Interventions are made by staff and services streamlined.

Centralized Eligibility Operations

The **Centralized Eligibility Operations** unit, is accessible by toll free numbers and supports both recipients in their request for services and the Field Operations staff by providing the verifications, the back up and supports for the efficient provision of services. Located at 600 Washington Street in Boston, the staff is responsible for a variety of centralized functions that directly support the services provided in local offices such as:

- **Recipient Services**
Serves as the statewide ombudsman for all areas of eligibility – Transitional Aid to Families with Dependent Children (TAFDC), Emergency Aid to the Elderly, Disabled and Children (EAEDC), Food Stamps and Emergency Assistance; responds to 2,000 calls monthly about both broad policy and specific recipient situations. The toll free number is (800) 445-6604.
- **Application Information**
Responds to 2,300 inquiries monthly from the public about TAFDC, Welfare Reform, EAEDC, Food Stamps and Emergency Assistance benefits; provides information and referrals to other agencies and benefit programs statewide; and is a resource to providers and staff at other agencies. The general toll free number is (800) 249-2007 and the Food Stamp number is (866) 940-3663.
- **Centralized Income Verification and special projects**
Centralized Eligibility Operations responds to approximately 25,000 telephone requests from recipients and non-recipients; manages school attendance requirements (Learnfare) for 15,717 dependent children; provides over 42,000 income verifications in writing for such programs as housing subsidies and the Globe Santa; and handles other special projects, such as personal needs allowance for state psychiatric hospital inpatient cases to Emergency Aid to the Elderly, Disabled and Children (EAEDC) recipients. The toll free number for Centralized Income Verification is (800) 632-8095.



LOCAL OFFICES

The Department of Transitional Assistance's 27 local offices (at 26 locations) are found in cities and towns across the Commonwealth. All offices offer early morning hours to minimize the impact both on a potential client's workday and on a client involved in Full Engagement activities. Below is a list of the Department's offices.

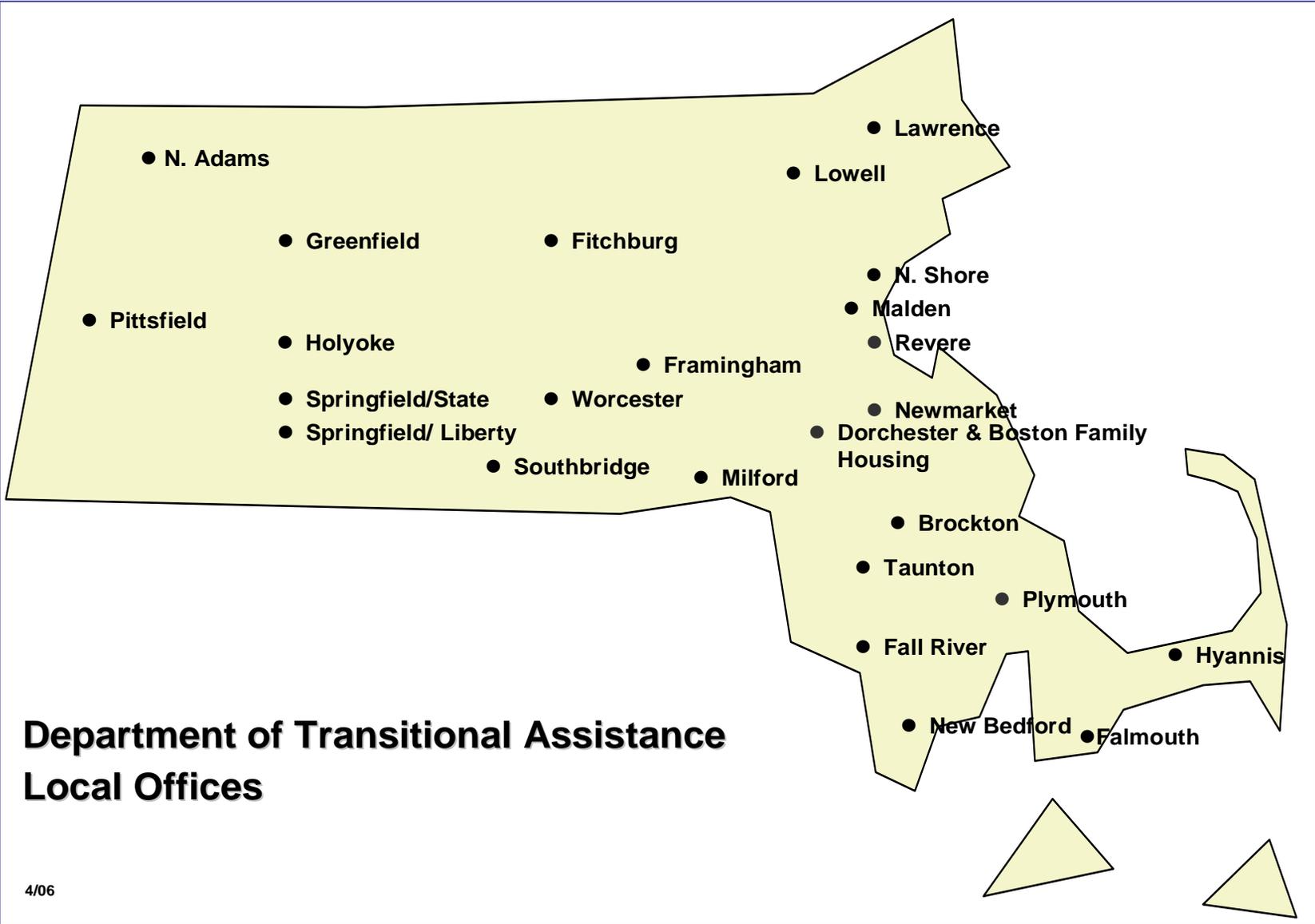
| | | | |
|---------------------|--|--|--------------------------------------|
| Boston | Boston Family Housing 90 Washington Street Dorchester, MA 02121 | Phone: (617) 989-6100 Fax: (617) 989-6005 | 7:30 a.m. - 5:00 p.m. Mon. – Fri. |
| | Dorchester 90 Washington Street Dorchester, MA 02121 | Phone: (617) 989-6000 Fax: (617) 727-4722 | 7:30 a.m. - 5:00 p.m. Mon. – Fri. |
| | Newmarket Square 1010 Massachusetts Ave. Boston, MA 02118 | Phone: (617) 989-2200 Fax: (617) 427-9214 | 7:30 a.m. - 5:00 p.m. Mon. – Fri. |
| Brockton | 75 Commercial Street Brockton, MA 02302 | Phone: (508) 895-7000 Fax: (617) 727-3569 | 8:00 a.m. - 5:00 p.m. Mon. – Fri. |
| Davis Square | Addendum: Effective 4/18/06, the Davis Square office relocated to 300 Ocean Avenue, Revere | See Revere information on the next page. | |
| Fall River | 1567 North Main Street Fall River, MA 02720 | Phone: (508) 646-6200 Fax: (508) 675-3441 | 7:30 a.m. - 5:00 p.m. Mon. – Fri. |
| Falmouth | 155 Katharine Lee Bates Rd. Falmouth, MA 02540 | Phone: (508) 495-1400 Fax: (508) 540-6756 | 8:45 a.m. - 5:00 p.m. Mon. – Fri. |
| Fitchburg | 473 Main Street Fitchburg, MA 01420 | Phone: (978) 665-8700 Fax: (978) 345-0935 | 7:30 a.m. - 5:00 p.m. Mon. – Fri. |
| Framingham | 110 Mt. Wayte Avenue Framingham, MA 01702 | Phone: (508) 661-6600 Fax: (508) 727-4718 | 7:45 a.m. - 5:00 p.m. Mon. – Fri. |
| Greenfield | 1 Arch Place, Suite 2A Greenfield, MA 01301 | Phone: (413) 772-3400 Fax: (413) 774-5266 | 7:30 a.m. - 5:00 p.m. Mon. - Fri. |
| Holyoke | 72-100 Front Street P.O. Box 1370 Holyoke, MA 01041 | Phone: (413) 552-5400 Fax: (413) 784-1050 | 7:45 a.m. - 5:00 p.m. Mon. – Fri. |
| Hyannis | Career Opportunities Hyannis 77 High School Rd. Ext. Hyannis, MA 02601 | Phone: (508) 862-6600 Fax: (508) 790-4685 Nantucket Residents: (508) 228-0470 | 8:00 a.m. - 5:00 p.m. Mon. – Fri. |



LOCAL OFFICES

| | | | |
|--------------------|---|--|--|
| Lawrence | 15 Union Street Lawrence, MA 01840 | Phone: (978) 725-7100 Fax: (978) 681-6216 | 7:00 a.m. - 5:00 p.m. Mon. – Fri. |
| Lowell | 131 Davidson Street Lowell, MA 01852 | Phone: (978) 446-2400 Fax: (978) 458-7563 | 7:00 a.m. - 5:00 p.m. Mon. – Fri. |
| Malden | 200 Pleasant Street Malden, MA 02148 | Phone: (781) 388-7300 Fax: (617) 727-7493 | 7:45 a.m. - 5:00 p.m. Mon. – Fri. |
| Milford | 25 Birch Street Milford, MA 01757 | Phone: (508) 634-7100 Fax: (508) 792-7267 | 7:30 a.m. - 5:00 p.m. Mon. – Fri. |
| New Bedford | 160 West Rodney French Blvd. New Bedford, MA 02744 | Phone: (508) 961-2000 Fax: (508) 961-2100 | 7:15 a.m. - 5:00 p.m. Mon. - Fri. |
| North Adams | 37 Main Street N. Adams, MA 01247 | Phone: (413) 663-1100 Fax: (413) 664-9274 | 8:00 a.m. - 5:00 p.m. Mon. – Fri. |
| North Shore | 35 Congress Street, Suite 100 Salem, MA 01970 | Phone: (978) 825-7300 Fax: (978) 741-4869 | 7:00 a.m. - 5:00 p.m. Mon. – Fri. |
| Pittsfield | 75 South Church St. 4 th Fl. Pittsfield, MA 01201 | Phone: (413) 236-2000 Fax: (413) 448-2466 | 7:30 a.m. - 5:00 p.m. Mon. – Fri. |
| Plymouth | 61 Industrial Park Road Plymouth, MA 02360 | Phone: (508) 732-3100 Fax: (508) 830-9433 | 7:30 a.m. - 5:00 p.m. Mon. – Fri. |
| Revere | 300 Ocean Avenue Revere, MA 02151 | Phone: (781) 286-7800 Fax: (617) 727-4567 | 7:00 a.m. - 5:00 p.m. Mon. – Fri. |
| Southbridge | 79 North Street Southbridge, MA 01550 | Phone: (508) 765-2400 Fax: (508) 765-0740 | 7:30 a.m. - 5:00 p.m. Mon. – Fri. |
| Springfield | 95 Liberty Street Springfield, MA 01103 310 State Street Springfield, MA 01105 | Phone: (413) 858-1000 Fax: (413) 784-1044 Phone: (413) 858-1300 Fax: (413) 784-1049 | 7:30 a.m. - 5:00 p.m. Mon. – Fri. 8:00 a.m. - 5:00 p.m. Mon. – Fri. |
| Taunton | 21 Spring Street Taunton, MA 02780 | Phone: (508) 884-5300 Fax: (508) 884-5301 | 7:30 a.m. - 5:00 p.m. Mon. – Fri. |
| Worcester | 9 Walnut Street Worcester, MA 01608 | Phone: (508) 767-3100 Fax: (508) 792-7259 | 7:45 a.m. - 5:00 p.m. Mon. - Fri. |





BUDGET

As a State agency, the Department of Transitional Assistance's budget is set on the State Fiscal Year which runs from July 1st to June 30th. The following is the Department's budget for both Fiscal Year 2005 and Fiscal Year 2006. Services in most program areas are provided through contracts with community based organizations and through interdepartmental service agreements with other state agencies. These partners are listed in the following section of this Annual Report.

| | | FY 05 | FY 06 |
|--------------|--------------------------------------|----------------------|----------------------|
| | | 7/1/04 - 6/30/05 | 7/1/05 - 6/30/06 |
| 4400-1000 | General Administration | \$65,844,080 | \$65,500,000 |
| 4400-1100 | Case Workers | \$51,500,000 | \$55,349,994 |
| 4400-1025 | Domestic Violence Specialists | \$600,910 | \$657,838 |
| 4401-1000 | Employment Services Program | \$18,998,978 | \$21,047,902 |
| 4401-1100 | ESP FS Retained Revenue | \$3,000,000 | \$3,271,660 |
| 4403-2000 | TAFDC | \$317,762,806 | \$312,868,845 |
| 4403-2001 | LIFT @ Traveler's Aid | \$95,000 | \$150,000 |
| 4403-2119 | Teen Structured Settings | \$6,063,317 | \$6,773,966 |
| 4403-2120 | Family Shelters | \$78,432,024 | \$73,600,000 |
| 4405-2000 | SSI | \$204,316,879 | \$206,353,355 |
| 4406-3000 | Homeless Individuals | \$30,000,000 | \$35,050,000 |
| 4408-1000 | EAEDC | \$71,049,689 | \$70,079,481 |
| TOTAL | | \$847,663,683 | \$850,703,041 |

In addition, the Department administers the 100% federally funded Food Stamp Program which, in 2005, brought \$379,676,497 in Food Stamp benefits to Massachusetts residents.



OUR PARTNERS

Thank you! The Department of Transitional Assistance's efforts are greatly assisted by our partners in government, our neighborhoods and community based organizations. Services are delivered to the residents of the Commonwealth through contracts and interagency service agreements with the following partners:

Our Partners in Government:

U.S. Department of Agriculture
U.S. Department of Housing and Urban
Development
Bureau of Family & Community Health
Women, Infants & Children Nutrition Program
Executive Office of Health & Human
Services
Executive Office of Transportation &
Construction
Department of Education
Department of Mental Health
Department of Mental Retardation
Department of Public Health
Department of Revenue
Department of Social Services
Department of Veterans' Services
Division of Career Services
Division of Medical Assistance
Information Technology Division
Massachusetts Community Colleges
Massachusetts Rehabilitation Commission
Office of Child Care Services
Office for Community Development
Office of Refugees and Immigrants
Operational Services Division
Treasurer and Receiver General
University Of Massachusetts: Amherst,
Boston and Medical

Our Partners in Neighborhoods:

We thank all the mayors and their dedicated staff in all the communities in the Commonwealth for their efforts and collaboration to promote the well-being of their residents.

Our Partners in Community Based Organizations:

1. In Cash Assistance and Full Engagement Programs

Supported Work

Corporation for Public Management
LifeStream, Inc.
Mass Job Training, Inc.
Road to Responsibility
SER / Jobs for Progress

Employment Services Program

South Middlesex Opportunity Council
YWCA of Western Massachusetts

Young Parents Program

Action for Boston Community Development
American Training Inc.
American Training Inc./ LARE Training
American Training Inc./ Revere
Berkshire Training and Employment Program
Brockton Area Private Industry Council
Cambodian Mutual Assistance
Catholic Charities: El Centro del Cardenal
Catholic Charities: Merrimack Valley
Catholic Charities: North Region
City of New Bedford Public Schools
C.A.R.E. Center
Corporation for Public Management: Boston,
Southbridge, Springfield & Westfield
Crittenton Hastings House, Boston
Jobs for Youth: Boston
Job Training & Employment Corp.
Just-a-Start Corp.
Massachusetts Job Training Inc.: Brockton,
Fitchburg, Holyoke & Worcester
S.M.O.C. Framingham
SER - Service Jobs for Progress: Fall River &
Taunton
Y.W.C.A.: Central Mass. Worcester
Y.W.C.A.: Haverhill

GED Testing

Assabet Valley RSVD
Berkshire Community College Trusts
Boston Centers for Youth & Families
Bristol Community College Trusts
Cape Cod Community College
City of Boston
City of Lawrence
City of Lowell
City of New Bedford
City of Newton
City of Peabody
City of Quincy
City of Somerville
City of Springfield
City of Worcester

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OUR PARTNERS

Thank you! The Department of Transitional Assistance's efforts are greatly assisted by our partners in government, our neighborhoods and community based organizations. Services are delivered to the residents of the Commonwealth through contracts and interagency service agreements with the following partners:

Greenfield Community College Trusts
Holyoke Community College Trusts
Massasoit Community College Trusts
Mt. Wachusett Community College Trusts
Northern Essex Comm. College Trusts
North Shore Community College Trusts
Quinsigamond Community College Trusts
Roxbury Community College Trusts
South Middlesex Regional
Springfield Technical Community College
Town of Clinton

Retention Tracking

Brockton Area Private Industry Council
City of Fall River
City of Lawrence
City of Lowell
City of New Bedford
City of Pittsfield
City of Springfield
City of Worcester
Economic Development
Employment Links, Inc.
Employment Resources, Inc.
Franklin/Hampshire
Job Training & Employment Corp.
Metro South / West E & T
South Coastal Career Development

2. In Nutrition Programs

Open Pantry
Project Bread

3. In Housing & Homeless Services Programs

Continuum of Care

Home Start Inc.
Mass. Housing & Shelter Alliance

Day Programs

Federated Dorchester Neighborhood House,
Boston Interseminarian, Boston
Saint Francis House, Boston
Salvation Army: Day Start

Transitional Housing

Brookview House, Boston
Community Action Committee

Crittenton Hastings House, Boston
Pine Street Inn, Boston

Health Care

Boston Healthcare for the Homeless
Community Healthlink, Inc.
Open Pantry Emergency

McKinney Emergency Shelter Grant

Action for Boston Community Development
Berkshire County Regional Housing Authority
Community Action Committee of Cape Cod
and the Islands
Community Care Services
Family Life Support Center
Franklin Community Action Corp.
Homestart, Inc.
Housing Assistance Corp.
Massachusetts Housing & Shelter Alliance
Middlesex Opportunity Council
North Shore Community Action Program South
Tri-City Community Action Program

Miscellaneous Housing

American Red Cross
Housing Assistance Corp.
Massachusetts Coalition for the Homeless
Transaction Associates
Travelers Aid Society of Boston
University of Massachusetts: CSPTech

Housing Assistance Program

Action for Boston Community Development
Berkshire County Regional
Central Mass Housing
Community Action Programs
Community Care Services, Inc.
Community Teamwork, Inc.
Hampshire Community Action
Housing Assistance Corp.
New England Farmworkers Council
North Shore Community Action
Quincy Community Action
South Middlesex Opportunity Council

Individual Shelters

Action Inc.
Alternatives Unlimited

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American Red Cross: Berkshire Co.
Boston Medical Center: Annex, Long Island & Woods Mullen
Boston Rescue Mission: Kingston House
Brockton Coalition for the Homeless: Mainspring House
CAB Health and Recovery Services: Hawthorne
Catholic Charitable Bureau: St. Patrick's
Crombie Street Congregational Church: Crombie Street Shelter
Emmaus Inc.: Mitch's Place
First Church in Cambridge Congregational Friends of the Homeless: Worthington House
Greater Westfield Committee for the Homeless: Samaritan Inn
Housing Assistance Corporation: Noah
Housing & Shelter Alliance: Y initiative
Lowell Transitional Living Center
Lynn Shelter
Market Ministries
Middlesex Human Services Agency: Bristol Co. Men's Inn & Bristol Co. Women's Inn
Our Father's House
Pine Street Inn: Men's Inn, Women's Inn, Anchor Inn, Night Center, Holy Family Center & Randolph St.
Psychological Center
Quincy Interfaith Sheltering Coalition: Father Bill's Place
St. Francis Samaritan House of Greater Taunton: Samaritan Inn
Salvation Army: Cambridge
ServiceNet Inc.: Grove Street
Shelter Inc.: Cambridge
Somerville Homeless Coalition: College Ave.
South Middlesex Opportunity Council: Turning Point
Marlboro, Meadow's & Shadow's shelters
Worcester Public Inebriate Program

Family Shelters

Alternatives Unlimited Inc: Winter Haven, Milford

Berkshire Community Action Council: Our Friends House, Pittsfield
Brockton Coalition for the Homeless: Conway House, Montello House & Evelyn's House
Cambridge YWCA Family Shelter
Casa Nueva Vida Inc., Boston
Catholic Charities of Boston: St. Ambrose
Catholic Charities of Worcester: Youville
Center for Human Development: Jessie's House, Northampton
Central Massachusetts Housing: CMHA
Children's Services of Roxbury: Millennium House
Citizens for Adequate Housing: Inn Between, Peabody
Community Action Committee: Safe Harbor
Community Care Service: Family Resource Center, Attleboro
Community Teamwork, Inc.: Merrimack House & Pawtucket House, Lowell
Crittenton Hastings House, Boston
David Jon Louison Foundation, Brockton
Developmental Disabilities: Carolina Hill, Marshfield
Dimock Community Services, Boston
Emmaus, Inc., Haverhill
Esther R. Sager Center: Mary Martha Friendly House, Worcester
Friends of the Homeless, Weymouth
Greater Boston YMCA: Families in Transition
Hampden/Hampshire Housing Part.: Faith Home, Share & Prospect House, Springfield
Henry Lee Willis, Inc.: Shepherd's Place & Shepherd's Place II, Worcester
Highpoint Treatment Center: Harbour House
Hildebrand Self-Help Center, Cambridge
House of Hope, Lowell
Housing Assistance Corp.: Carriage House, Life Center, Tenancy & Ind. Prgm. Lifehouse, Inc., Boston
Little Sisters of Assumption: Project Hope, Boston
Lynn Shelter Association: Bridge House

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Middlesex Human Service Agency: Hestia House, Mary's House, Sandra's Lodge, & Olivia's Place

Most Holy Redeemer: Crossroads Shelter, Boston

New England Farm Workers, Springfield
Open Pantry, Inc.: Jefferson Avenue, Springfield

Plymouth Homeless Coalition: Pilgrim's Hope

Providence Ministries: Broderick House, Holyoke

Re-Vision House, Boston

Residential Care Consortium, Fall River

Roxbury Multi-Service Center Family House, Boston

S.M.O.C.: Medway House & Pathways, Framingham

St. Mary's Women & Infant Center, Boston

Salvation Army: Roxbury Family Shelter, Boston

ServiceNet, Inc. Orange/Greenfield Shelter, Inc.: Boston Family

Sojourner House, Boston

Somerville Homeless Coalition: Cross St.

Springfield Home/Friendless Women: CSH Horizon

Tri-City Homeless Coalition: Walnut St., & Trans.

Family Shelter, Malden

Valley Opportunity Council: Main Street, Holyoke

Wellspring, Inc. House, Gloucester

Scattered Site

Brockton Coalition for the Homeless

Children's Services of Roxbury

Crittenton Hastings House, Boston

Hildebrand Family Self-Help Center

Metro Boston Housing

North Shore Community

Serving People in Need

South Middlesex Opportunity Council

Travelers Aid Society of Boston

Tri-City Housing Task Force

Supporting Transportation Services

Franklin Regional Transportation Authority

Transactions Associates

Evaluations

Brockton Area Private Industry Council

City of Lawrence

City of New Bedford

City of Pittsfield

City of Springfield

City of Worcester

Economic Development

Employment Links, Inc.

Employment Resources, Inc.

Job Training & Employment

Metro South/West E&T

South Coastal Career Dev. Center

Grant Diversion

City of Lawrence

City of Lowell

Corp. for Public Management

Franklin /Hampshire

LifeStream, Inc.

Mass Job Training, Inc.

Metro South/West E & T

Road to Responsibility, Inc.

SER / Jobs for Progress

Service Delivery Area

Brockton Area Private Industry Council

City of Fall River

City of Lawrence

City of Lowell

City of New Bedford

City of Pittsfield

City of Salem

City of Springfield

City of Worcester

Economic Development

Employment Links

Employment Resources, Inc.

Franklin Hampshire

Job Training & Employment Corp

Metro South/West E & T

South Coastal Career Development

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SOME FACTS

CONTACT US:

General Applications: (800) 249-2007
Food Stamps Applications: (866) 940-3663
TTY: (617) 348-5337
Recipient Services: (800) 445-6604
Centralized Income Verification: (800) 632-8095
Fraud Hotline: (800) 99FRAUD

Central Office: Department of Transitional Assistance
600 Washington Street
Boston, MA 02111
www.mass.gov/dta

Key Department Facts

1,500 employees.
27 local offices (at 26 locations) across the Commonwealth.
Provides over \$1,000,000,000 in benefits to residents of the Commonwealth.
Funds and provides access to employment, training, job search and job placement opportunities.
Provides access to nutritious foods to families and individuals.
Provides emergency assistance and assists with placement in permanent housing.

Key Facts about who receives services

74% of EAEDC participants are disabled and 22% are elderly.

94% of TAFDC recipients are women.

61% of family shelter guests are under 18 years old.

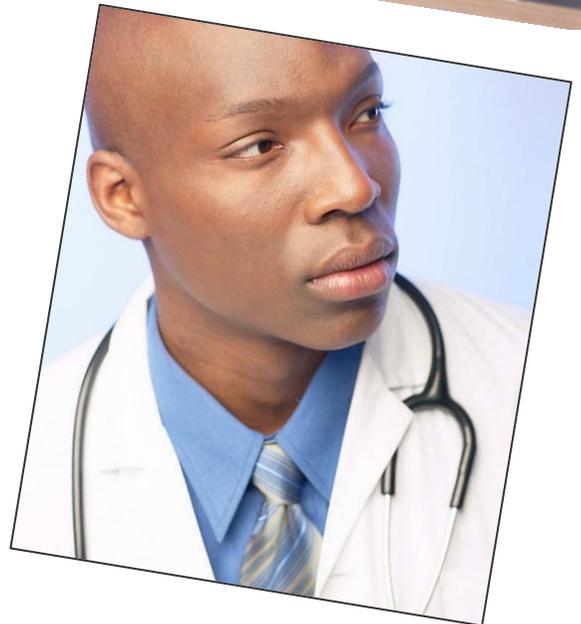
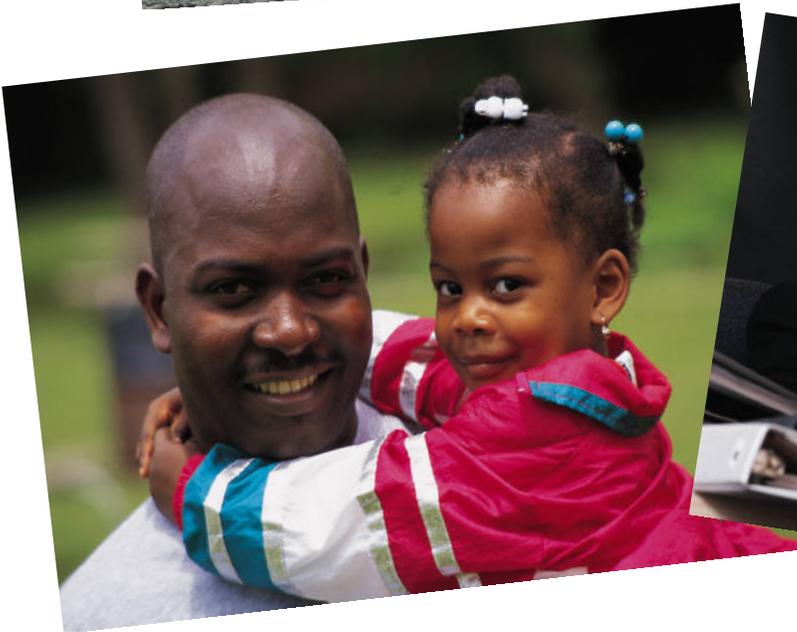
There is an average of 2 members in a Food Stamp household.

Most participants' native language is English and are born in the United States.

Non-English speakers come from Albania, Somalia, Vietnam, Haiti, Croatia, Armenia, Cambodia, Russia and China.

Women most frequently participate in office skills training.

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Department of Transitional Assistance

600 Washington Street • Boston MA 02111 • (617) 348-8500 • www.mass.gov/dta